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ABSTRACT

Though community colleges have long been committed to providing equal access and equal opportunity to all persons in their service districts, the need to meet the education and training needs of underserved racial and ethnic minorities in urban communities remains a significant challenge to educational leaders. Several books and reports issued between 1982 and 1988 have offered recommendations on how best to address this challenge, many focusing on the role of college trustees and governing boards. Fundamental to coordinated efforts to enhance minority access, retention, and achievement are the following imperatives: (1) the strategies must be part of an overall plan for institutional advancement; (2) cooperative relationships must be developed with urban high schools and 4-year institutions; (3) a sound theoretical framework must govern the development of efforts at change; and (4) though executive leadership is important to institutional change, there must also be clearly defined structural relationships and accountabilities within the staff. An example of these imperatives in operation is Cuyahoga Community College's Greater Cleveland Area Urban Demonstration Laboratory Model, in which access and retention are seen as touchstones for institutional advancement; "bridge" programs of learning and support services are being developed; the "effective school theory" is used as the basis upon which to organize and assess programmatic efforts; and clearly defined operational responsibilities have been established. (AJC)

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ACCESS, EXCELLENCE AND STUDENT RETENTION:
THE CHALLENGE OF LEADERSHIP, PUBLIC TRUST
AND INSTITUTIONAL EFFECTIVENESS IN URBAN COMMUNITY COLLEGES

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ACCESS, EXCELLENCE AND STUDENT RETENTION:
THE CHALLENGE OF LEADERSHIP, PUBLIC TRUST AND INSTITUTIONAL
EFFECTIVENESS IN URBAN COMMUNITY COLLEGES

I. THE LEGACY OF THE "OPEN DOOR"

Community colleges are open door institutions with a commitment to provide equal access and equal opportunity to all persons in their service districts. Implicit in this commitment is a responsibility to provide special services which enable students with special needs to meet their educational and personal goals. Community colleges are the only higher education institutions which collectively make this responsibility an integral part of their mission. In a recent article on the mission of community colleges, George Vaughan put their legacy succinctly:

"When we look at our colleges, we must remember that to this day the United States is the only nation in the world to commit itself to universal higher education. The heart and soul of this commitment is the public community college. While the community college falls short of perfection, when the history of higher education is written for the last half of the 20th century, the part of that history that will receive the most attention will be the nation's commitment to providing higher education for people of all races, of all ages, and from all stations of life. I believe that the history will clearly acknowledge that open access would not and could not have worked had it not been for the public community college."

The "open door" is, in fact, just what makes the community college a community institution. This is especially true in community colleges located in urban centers. Quick to respond, these institutions have continued to pioneer programs and services to groups that have been previously neglected -- racial and ethnic minority groups, displaced homemakers, the learning disabled, the physically challenged, refugee populations, and limited English-speaking students. Academically advanced students have found honors programs at community colleges. High school students can get a head start on college through dual enrollment programs with community colleges. Through outreach centers and off-campus locations, community colleges reach students who are

generally ignored by universities. Prison populations often have classes offered by local community colleges. Through their "open door," community colleges help to provide education and training to large underserved segments of the population. Indeed, community colleges are helping to build stronger communities throughout America.

II. THE CONTRADICTION: MINORITY STUDENT ACCESS AND SUCCESS

Despite the living legacy of which community colleges are rightfully proud, the challenge of meeting the education and training needs of underserved racial and ethnic minorities in urban communities still presents a significant leadership challenge to educational leaders, including Boards of Trustees of community colleges. The changing demography of education and the need to fully accept a more diversified student population as a factor in educational planning and in institutional effectiveness assessment deserves considerably greater focus in community colleges. What data supports this need?

- o A 1986 report by the American Council on Education projected that by 1990, minorities of all ages will constitute 20 to 25% of our total population, while the percentage among youths will be over 30%. In states such as Texas and California, minorities will be over 45% of the state birth cohort. In about 23 of the largest 25 school systems in the country, the minority student enrollment now constitutes the majority of all students.
- o While minorities are growing in numbers and in proportion of the population, they still have failed to reach proportional enrollment in higher education. Minorities make up 21% of the population but only 17% of enrollments in higher education.
- o Although high school graduation rates have improved dramatically for black students over the past two decades, college attendance and completion rates have declined since 1975. (The College Board, Equality and Excellence: The Educational Status of Black Americans, 1985, p v.)

- o The dropout rates in many urban centers average 50% or higher among Blacks and Hispanics. While 77 percent of white 18- and 19-year-olds in this country are high school graduates, only 63 percent of blacks and 50 percent of Hispanics in his age group complete secondary education.
- o The illiteracy rate among Blacks is about 44%.
- o School systems are not as successful in preparing minority youth for science and engineering collegiate careers as they are in preparing majority youth. In 1986, only 6 percent of U.S. engineering freshmen were Black and only 4 percent were Hispanics. In the year 2000, minority 18-24 year olds will constitute 31 percent of the college-age population. In 1986, however, only 14 Blacks and 25 Hispanics received doctoral degrees in engineering. A projected 22 percent decline in the total number of high school graduates in the future suggests a decline in the base of human scientific and technical resources unless minorities are prepared to meet the nation's human resource needs.
- o The high achievement levels attained within some segments of the growing Asian student population have been widely reported. However, it is important to note also that many Asian students--including large numbers of new immigrants--bring with them the challenges of cultural transition, economic disadvantage, and acquiring mastery of English as a second language.

The statistics show, in essence, that the discouraging outlook for minorities in higher education has not changed much in recent years.

III. DESCRIBING THE CHALLENGE OF LEADERSHIP AND ACCOUNTABILITY

Moving beyond mere descriptions of the status of minorities in higher education, a brief review of focused analyses between 1982 and 1988 offer a plethora of recommendations on how best to address the challenge. Some

imperatives to consider in developing institutional agendas and strategies to reverse the decline in the participation of urban youth and adults in higher education begin to be apparent.

One such analysis, by its title alone, describes a significant proportion of our community college students. It is The Neglected Majority by AACJC President, Dr. Dale Parnell. The title of his book is based on his graphic reminder to us that three out of four high school students - the neglected majority - are not likely to earn a baccalaureate degree. He writes candidly about how to make winners out of ordinary students. Parnell argues for increased high school/community college cooperation and coordination in accomplishing this important goal. This 1986 publication points to the crucial role that high schools and colleges, particularly community colleges, must play in "examining, developing and sustaining quality education programs" to serve that majority of Americans who will keep this country working -- from keeping goods and services selling to keeping airplanes flying, to keeping hospitals operating.

A 1987 book by Rouche and Baker, also published by AACJC, is titled Access and Excellence - The Open College Door. The authors squarely address and offer an affirmative response to the nagging question of standards at open door two-year institutions. The research and evaluation challenge which they address, and which will continue to be an issue, is that of whether two-year colleges can continue to offer access to all, while achieving and maintaining high academic standards.

A third writing that speaks to the way in which any urban education reform strategy must use research and evaluation hand-in-glove with planning is that released in 1987 by the University of Arizona and Florida State Professors Richardson and Bender. Their well-documented study was funded by the Ford Foundation. Eight neighboring public urban community colleges and universities, along with their state coordinating boards participated in the study which sought to identify policies and practices which work in favor of minority student success as they move

through the community college and on to earning baccalaureate degrees. Richardson and Bender offer some very focused recommendations to two- and four-year colleges, as well as to state coordinating and governing bodies in this regard.

In presenting an agenda in 1988 which builds on its demonstrated commitment to urban education improvement, the Ford Foundation called for "improvement in the quality and availability of the nation's second-chance job training and community college programs" as a means of closing the domestic and foreign achievement gaps among young people. The Foundation stressed that such a strategy will require strengthened ties between schools and community college programs.

Earlier this year, a team from the Carnegie Foundation for the Advancement of Teaching visited urban schools in six American cities. In an effort to document the condition of urban schools, they talked with scores of students, instructors, principals, and administrators about their achievements, disappointments and hopes. In the result of their extensive analysis is contained in An Imperiled Generation-Saving Urban Schools. The Foundation reminds us that the entire country has a stake in the future of urban schools. They call for greater federal leadership in addressing the crisis. Among their recommendations, they call for a National Urban Schools program that would contain a provision for teacher renewal. The program they recommend,

"should provide incentives for community colleges and four-year institutions in urban areas to maintain special relationships with schools, to enrich teachers, recruit minority students, train more minority teachers, and help schools in the design of flexible school models. In this sense, higher education would play a role in urban schools analogous to the land grant mission."

Also in 1988, a report of a specially appointed committee of the AACJC -- the Urban Community College Commission, offered their recommendations. As a special study component related to a priority in

the AACJC's 1986 and 1987 Agendas, the report describes the trends in minority enrollment in urban community colleges and goes on to explore the major issues related to the recruitment and retention of minority students. The issues described include program choice, staffing patterns, transfer and articulation, and student support services. The recommendations reflect the need for aggressive changes in these areas.

The Commission on the Future of Community Colleges, also appointed by AACJC and co-chaired by Ernest Boyer, President of the Carnegie Foundation, also recently released its report. The report is titled Building Communities: A Vision for A New Century. The report offers recommendations concerning the role of community colleges on a strongly argued premise that "the community should be defined not only as a territory to be served, but as a client to be created."

In focusing the need for "partnerships in learning" for a nation in demographic transition, the Futures Commission challenged urban community colleges directly. The report cautions that:

"Community colleges must help to solve the dropout problem. If they do not, minority students will continue to leave school at the current rate, an increasing proportion of our citizens will face the prospects of social and economic failure, and communities will languish. In the America that is emerging, the special challenge will be to overcome the social separations that restrict the quality of education and diminish prospects of civic health."

Many states have likewise sought to address the challenge of minority participation which face their higher education institutions. In Ohio, for example,

- o The Ohio Board of Regents is authorized to make studies of state policy in the field of higher education and to formulate a master plan for higher education for the state, considering the needs of the people, the needs of the state, and the role of individual colleges and universities within the state in fulfilling these needs. In order to further implement the recommendations of its 1982 Master Plan for Higher Education,

to realize the goals of the Governor's strategic plan for the State of Ohio, and to strategically position Ohio's higher education institutions to serve the needs of the state as we approach the year 2000, the Board of Regents conducted a policy study of student access and success in Ohio's higher education system. The recommendations of the policy study are now reflected in the 1988 update of the Master Plan for Higher Education. The Plan challenges Ohio higher education institutions but particularly its two-year colleges which it has described as "portals of entry" to higher education for large numbers of urban and minority youth, to develop Urban Demonstration Laboratory Models designed to improve minority student access and success in higher education across the state.

The community college has an obligation to help minority students succeed in higher education. Members of minority groups who complete high school are more likely than white students to attend community colleges. These colleges enroll 55 percent of all Hispanic undergraduates, 57 percent of Native American college students, 43 percent of all black students, and 42 percent of all Asian students who attend institutions of higher education in America.

The Commission on the Future of Community Colleges expressed special concern about the number of students who leave college before their program has been satisfactorily completed. Equally troublesome is the fact that, because they lack basic skills, many minority students in community colleges are enrolled in remedial courses, are screened out of demanding technical programs, and are less likely to transfer. Therefore, the community college must not just enroll more minority students but also assure that they successfully complete their courses of study.

The Commission identified the central mandate. The community college must continue to offer all students an open door. They must, however, reaffirm to minority students the promise of

empowerment through education. Without this opportunity, America will become a socially and economically divided nation. The spirit of community will be lost.

IV. THE IMPORTANT ROLE OF COMMUNITY COLLEGE TRUSTEES

The AACJC Commission on the Future of Community Colleges describes Boards of Trustees as "surrogates for a larger constituency. Their assignment is to keep the institution enlightened and more responsive." The Commission reminds us that Trustees also have an obligation to represent the interest of their colleges beyond its physical boundaries. Their role, described as one to sustain a proper relationship between policy and function, requires vision and is concerned with institutional effectiveness and self-study with regard to effectiveness, not just efficiency.

A recent analysis of life cycle theory applied to community colleges reminds us that more than half of the two-year institutions in the United States have been established since the mid-1950s, with the total number growing by only 18 since 1975. Community colleges have, as Lorenzo and Blanz (1987) describe their development, "evolved as siblings, having been born together, nurtured together and grown up together over the past three decades." Like individuals, the institutions have been characterized by their individual differences. They are, nonetheless, moving into maturity at roughly the same time.

The life cycle theory would suggest that the current nationwide pre-occupation with quality and excellence in community colleges is predictable. A concern for organizational performance is also appropriate in a mature environment. Once protected from the external environment by a type of academic veil, two-year colleges are now affected by declining demographic trends, limited resources, intensified competition and demands to publicly account for their performance in specific areas. The areas include the various career

and academic fields provided for by their mission. They also include accountability related to other aspects of their mission: their participation in economic development and their responsiveness to the needs of special client groups such as minorities.

No longer dominated by the influence of their founders, community colleges are perceived to truly belong to the public at large. The influence of their customers dominate. Trustee members, as volunteers from the community, now turned "community leaders" and charged by laws of their communities and states, represent this public trust.

As it relates specifically to the challenge of improving student access, retention and success, the challenge to and responsibilities of Trustees is, therefore, at least as significant as that held by the executive and management team of the institution. The challenge of increasing minority student participation and success must be squarely addressed as community colleges plan directions that will effectively prepare ordinary citizens for the 21st century. It is a challenge to which Trustees and Boards of community colleges must, without apology, expect institutional and Board self-study, institutional effectiveness and a clear sense of planning for the future.

A clear definition of a framework and criteria by which to assess institutional policies and plans designed to improve the effectiveness of two-year colleges is gradually emerging, and must be an important aspect of the education of trustees. Several basic assumptions outlined in the recommendations which have come forward in recent years and demonstrated in programs in large urban community colleges is beginning to reflect a reasonably definitive set of criteria suitable for adaptation to other community colleges. The assumptions should be viewed as part of the criteria for institutional self-study and assessment of institutional directions and policies designed to address the challenge of student access, excellence and success.

V. SOME IMPERATIVES FOR ASSESSING THE EFFECTIVENESS OF INSTITUTIONAL STRATEGIES TO IMPROVE MINORITY STUDENT ACCESS AND SUCCESS

While virtually all community colleges can boast the existence of responsive programs, in retrospect, it is clear that a great deal of energy has been, and continues to be spent on piecemeal activities. The impact of such efforts is evident in the continuing statistics with regard to minority participation and success in higher education. The decision to launch a comprehensive and highly coordinated effort to enhance minority student access, retention and success must be grounded in some fundamental imperatives:

1. Consistent with their open door mission and philosophy, higher education institutions must undertake strategies to improve minority student success in a way that is clearly understood and reflected as a strategy for overall institutional advancement.
2. An effective strategy requires that cooperative relationships be developed with urban high schools and four-year colleges and universities in the interest of students who will enter and exit at various levels of the educational continuum.
3. A clear definition and well-understood theoretical framework (including expected outcomes and evaluation measures) must govern the development of efforts to effect both short and long term institutional change.
4. Executive leadership is an important key to institutional change. However, clearly defined structural relationships and accountabilities within the framework of traditional line relationships are required.

VI. COMMUNITY COLLEGE TRUSTEES AS PARTNERS IN ASSURING MINORITY STUDENT ACCESS, RETENTION AND SUCCESS

Trustees are challenged to be effective partners with urban community college leaders in building local communities. The level

of cooperation among the various levels of education and the attention to policy matters at the State and local levels cannot remain unaddressed in the process of enhancing institutional capabilities to meet the needs of minorities in urban centers. Inter-Institutional Planning/Policy groups, Counterpart Councils, input from Community Advisory bodies and community based support are all crucial to the successful implementation of comprehensive access and retention initiatives.

Trustees must be armed with a better understanding of how institutions must prepare to design and launch comprehensive institutional development strategies to improve student access, excellence and success. The commitment, support and the attention of Trustees to needed policy matters can then assure greater institutional effectiveness in accomplishing outcomes related to minority student access and success. The policies relate to formal linkages with school systems and universities. They also relate to the climate of the institutions as reflected in student access to curricula areas and in the composition and sensitivity of faculty. Academic assessment and placement, student outcomes assessment, financial aid, academic expectations of students, readmission, individual student planning, academic advising and many other policies must be carefully developed or reviewed by the Trustees. Such policies must be designed to facilitate student recruitment, enrollment, retention, graduation and transition to employment or transfer to senior levels of education.

The Trustees must also be willing to serve as institutional ambassadors in communicating to their constituencies the unique challenges, responsibilities and mission of urban community colleges which must respond to the needs of a neglected majority who also must be prepared to be part of communities built for the 21st century.

Finally, the Trustees must not under-estimate the continuing responsibility of institutional self-study related to the

implementation of the access mission of community colleges. The voluntary institutional reaccreditation process calls for a clearly established institutional mission and purpose, the existence of resources to accomplish institutional goals and evidence that the institution is indeed accomplishing such goals. Even more importantly, the institutional reaccreditation process calls for evidence that the institution can continue to accomplish its purpose. Planning for the continued accomplishment of outcomes related to student access, excellence and success calls for the effective use of institutional as well as Board self-studies in not only assessing outcomes, but also in assuring program improvement and clearly developed long range plans based on the results of such careful self-study together with an assessment of internal and external challenges, opportunities and resources available to the institution.

In looking toward the future, the Board of Trustees, as a body or through their various committees, must assist executives in informed speculation that if their community colleges have been successful in the past, the chances of continuing to be successful in the future are also good. But the future will almost certainly not be the same as the present. It is incumbent upon the institution, with Trustees as partners in building the future of the institutions, to demonstrate an ability to cope with such uncertainty. This demonstration is most closely tied to evidence of the Board's participation in strategic thinking, planning and approval of the policy supports required to assure a capacity for institutional change related to assuring the institution's effectiveness in carrying out the aspect of its mission related to student access, retention, excellence and success.

In closing, permit me to share briefly with you, as a case study, how Cuyahoga Community College is currently providing leadership for application of the imperatives outlined earlier for assessing the effectiveness of institutional strategies to improve minority student access and success. The case related to developing and

testing an Urban Demonstration Laboratory Model strategy for the Greater Cleveland area.

VI. THE GREATER CLEVELAND AREA URBAN DEMONSTRATION LABORATORY MODEL:
CASE STUDY OF A STRATEGY FOR WORKING TOGETHER TO IMPROVE MINORITY
STUDENT ACCESS, RETENTION AND SUCCESS IN HIGHER EDUCATION

Cuyahoga Community College has taken a bold step forward to provide leadership in developing a Greater Cleveland Area Urban Demonstration Laboratory Model as a prototype for educational opportunity improvement in an urban environment. Development of the prototype is strengthened by the Ohio Board of Regents' (OBOR) 1986 Policy Statement on the Role of Two-Year Colleges as the "portal of entry" for large numbers of minority students, the OBOR 1988 Policy Study on Minority Student Access and Success in Ohio Higher Education System, the State of Ohio Department of Education's requirement for Local Education Area Planning (LEAP) in Vocational Education and the 1988 OBOR Master Plan for Ohio Higher Education.

To implement the strategy, Cuyahoga Community College has spearheaded the development of formal partnerships with selected school districts and community agencies in the county, both urban and suburban. As a prototype for educational excellence and effective partnerships, the issues being addressed programmatically relate to high school dropout prevention and college admission, curricula ladders, and staff development. Student supports (financial aid, remediation, academic/career advising, counseling), alternative instructional delivery options and applied/longitudinal research and evaluation, and carefully defined organizational structures are designed as supports for the primary activities which define the implementation of the model.

1. Institutional Change Through Institutional Advancement

To enhance the effectiveness with which the two-year college can accomplish its basic mission related to access, it is

essential that the institution undertake deliberate efforts to attract and retain larger numbers of minority students, and to provide opportunities which increase the likelihood of their educational success. The goals of institutional advancement through such a strategy must also be clearly understood, if not agreed upon within the College. For Cuyahoga Community College, the purpose of spearheading the development and implementation of an Urban Demonstration Laboratory Model is two-fold:

- a) To increase the number of minority and underprepared students entering two- and four-year colleges and universities; and
- b) To increase the number of underprepared and minority students in Northeast Ohio who successfully graduate with Associate, Baccalaureate and/or other degrees, certificates and diplomas from an institution of higher learning.

Two additional goals of the model unrelated to student outcomes, but related to advancement of the community college as a responsive urban institution are:

- c) To improve the overall teaching-learning environment and image of urban schools; and
- d) To develop and refine a model for improving urban schools which may be applied to other higher education institutions.

In short, access, institutional commitment, opportunity and standards for student performance are appropriate touchstones for "renewal" of a downtown campus, and for advancing this otherwise mature institution.

2. Institutional Change Through An Orientation Toward Building Educational Bridges

The challenges which face urban community college is not unique to this level of education. Inadequate preparation in basic skills, high attrition rates, and economic hardships which detract from educational participation and academic performance -- all of these challenge the effectiveness of high schools, as well as two- and four-year colleges. Design of feasible career paths for students requires that "bridge" programs of learning and support services be developed. Such programs must begin as soon as possible after students enter high school and must continue through the completion of their educational goals.

A two-plus-two-plus-two (high school to community college to university) approach to curriculum ladders in career as well as college transfer areas and individualized educational planning represents an important change in the professional orientation of administrators and faculty at all levels of education. Providing such academic continuity should be supplemented by long term financial aid planning and strategic use of personal, academic and career support options. The development of such an orientation is particularly crucial in the two-year college environment.

The nature of cooperative planning which must be carried out between and among faculty, counselors, and administrators must come to be seen as an important and usual means of doing business at all three levels. Formal articulation agreements, however detailed and specific their content, are dependent for their success on the faculty and administrative communication structures or bridges across levels of institutions which serve to reduce program discontinuity and disappointments as students move from one level of education to another.

Cuyahoga Community College has structured four key types of articulation agreements to serve as "cornerstones" in building a sound transition structure for students in Cuyahoga county seeking to move from high school to baccalaureate degrees. They are: (1) Articulation agreements between public school systems and the College related largely to joint curriculum planning; (2) Cooperative agreements among public school systems, the community college and one or more four-year colleges related to high school student retention and other joint program planning; (3) Articulation and cooperative program agreements between the community college and universities related to dual enrollment of students and professional development of faculty; and (4) Articulation agreements between the community college and area preparatory schools and labor unions related to the Pre-Tech/Associate of Technical Studies Degree.*

It is anticipated that agreements and articulation arrangements will provide a sound basis for structuring a sequenced curricula and articulation program to ensure the success of larger numbers of Black, other minority and underprepared students seeking success in public education in the Greater Cleveland area community. The Urban Demonstration Laboratory Model being proposed by Cuyahoga Community College to the Ohio Board of Regents for the next ten year period focuses on these key partnership areas.

The Urban Demonstration Model enlists the shared resources of state, local and private sector organizations, in addition to those of secondary schools and higher education institutions.

3. Institutional Change Through A Theoretical Framework and Evaluation Model

The purpose of any theory or framework is to establish a sense of order around which objectives for accomplishing relevant outcomes can be developed. Because institutional change to

Improve student success requires that coherence be created from seemingly disparate functions carried out in different areas of the institution, such a sense of order is particularly important. A theoretical framework also serves to define a set of institutional expectations against operation plans and results can be evaluated. Decisions concerning program modification, resource allocation and the placement of institutional responsibilities are also facilitated.

In providing leadership for development and implementation of an Urban Demonstration Laboratory Model for the Greater Cleveland area, "effective schools" theory provides an important framework around which to organize and assess programmatic efforts to increase opportunities and improve the educational success of minority students. This theory, focused in the past on student achievement at the elementary and middle school levels, is sufficiently flexible to meet the needs of both high school and community college settings. Cuyahoga Community College is providing national leadership in the application of this theory at the high school and community college levels.

In addition to presenting academic credibility, this theory is sufficiently inclusive to accommodate the broad range of objectives which are required to improve institutional effectiveness. The criteria which have been shown to distinguish effective from ineffective urban schools, and which have been adapted as the theoretical framework for the Greater Cleveland Area Urban Demonstration Laboratory Model are emphases on:

*The CCC/CPS Excellence and Equity Project, the CPS/CCC/CSU Cleveland Alternative Education Project and CCC/CSU Counterparts Agenda and the CCC/KSU Dual Enrollment and Doctoral Training Program Agreement are examples of these cornerstone structures.

- o a clearly defined school mission;
- o school-community relations (parents, businesses, civic organizations) required for cooperative planning, implementation and support of educational programs,
- o academic foundations associated with students' ability to read, write, compute and process information,
- o a school learning climate that cultivates respect and mutually trusting relationships among students, teachers and administrators,
- o strong and effective leadership, in the instructional and student support domains,
- o high expectations grounded on a belief that all students can achieve well beyond their current levels, and
- o continuous instructional assessment and feedback that are used to motivate students and form the basis of corrective action.

4. Institutional Change Through Clearly Defined Operational Responsibilities

The leadership challenge in accomplishing the objectives of the institutional change model are identical to those which result in any changes in policies, procedures or practices within an institution. In the current context, the Board must fully appreciate the institution's commitment to minority student access and success as well as the strategies by which it aims to operationalize this commitment. The process of moving from strategy to implementation must be clearly understood. The clear definition of operational responsibility and the development of detailed plans are important factors to this end.

Initiated as an institutional planning and development priority and fully supported by the President, the executive leadership responsibility for implementation of the Urban Demonstration Model's strategy at Cuyahoga Community College is located in two key offices -- The Office of the Vice President for Academic Affairs and the Vice President in charge of operations at the College's Metropolitan Campus. Staff with responsibility for accomplishing the objectives of programs which define the Model are structured within existing operational lines. Coordination of the various internal "projects" and external cooperative programs related to recruitment, enrollment, retention, graduation and evaluation are largely carried out by the Center for Articulation and Transfer Opportunities located on the Metropolitan Campus of the College District. Operation personnel are provided an opportunity to fully understand the strategy and theoretical framework for institutional change. They plan together and communicate in the implementation of programs which contribute to the goals of the Model within a Management Council structure. They also participate in the development of criteria and strategies to be used in evaluating program outcomes.

Communication is assured with the College's academic community on the institutional change strategy and on current or planned programs related to the Urban Demonstration Laboratory Model.

In summary, Cuyahoga Community College's internal programs and services which seek to improve the access and success of urban and minority students are designed, implemented and evaluated within the operational context of those units charged with ongoing responsibility for such functions. This ultimately assures that operational activities will be modified and changes designed to improve the success of all students, with careful consideration given to their impact on minority students. This is the ultimate goal of the Greater Cleveland Urban Demonstration Model -- to increase the effectiveness of high school, college and university academic and student support programs and services through the institutionalization of the objectives of programs defined to implement the strategy which undergirds the Model.

ACCESS, EXCELLENCE AND STUDENT RETENTION
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